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Financing of the United Nations Observer Mission in Sierra Leone

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Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the reports of the Secretary-General on the financial performance of the United Nations Observer Mission in Sierra Leone (UNOMSIL) for the period from its inception on 13 July 1998 to 30 June 1999 (A/54/778), as well as on the revised budget for the operation of the United Nations Mission in Sierra Leone (UNAMSIL) for the period from 1 July 1999 to 30 June 2000 and the proposed budget for the 12-month period from 1 July 2000 to 30 June 2001 (A/54/820). During its consideration of the reports, the Advisory Committee met with representatives of the Secretary-General, who provided additional information.

2. By its resolution 1270 (1999) of 22 October 1999, the Security Council decided to establish UNAMSIL with immediate effect for an initial period of six months and also decided that the military component of the Mission should comprise a maximum of 6,000 military personnel, including 260 military observers. The Council further decided that UNAMSIL would take over the substantive civilian and military components and functions of UNOMSIL and that the mandate of UNOMSIL should terminate immediately on the establishment of UNAMSIL.

Financial performance for the period from 13 July 1998 to 30 June 1999

3. By its resolution 53/29 of 20 November 1998, the General Assembly appropriated an amount of $22 million gross ($21,279,800 net) for the establishment and operation of UNOMSIL for the period from 13 July 1998 to 30 June 1999. Of that appropriation, $16,167,100 gross ($15,706,550 net) has been assessed on Member States. Expenditures for the period totalled $12,883,800 gross ($12,397,000 net), resulting in an unutilized balance of appropriation of $9,116,200 gross ($8,882,800 net), or approximately 48 per cent of the appropriation, and an unutilized balance of assessments of $3,283,300 gross ($3,309,550 net). The unutilized balances were attributable to the overall scaling back of operations of UNOMSIL as a consequence of the outbreak of hostilities in Freetown in mid-December 1998 and early January 1999, leading to the evacuation

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of UNOMSIL to Conakry, and the subsequent downsizing of the Mission's military and civilian components.

4. As indicated in paragraph 8 of the report of the Secretary-General on the financial performance of UNOMSIL (A/54/778), the evacuation of the Mission to Guinea was completed in early January 1999 and was accompanied by the repatriation of 47 military personnel, with only 8 observers remaining, and of all police advisers. The international civilian component was also downsized to 25 personnel, with only 8 local staff retained from the authorized strength of 48 personnel, a reduction of 47 and 83 per cent respectively. The evacuation resulted in overall significant reductions in requirements under all main budget groups and non-utilization of resources provided for infrastructure repairs and naval operations, which were offset in part by unforeseen expenditures in connection with the establishment of a temporary headquarters in Conakry, daily subsistence allowance, bank charges and air and surface freight.

5. The Advisory Committee was informed that in respect of death and disability compensation, unliquidated obligations as at 24 March 2000 amounted to $829,000 and that the cash position of UNOMSIL as at 24 March 2000 was $35.6 million, with unliquidated obligations for the period from 13 July 1998 to 30 June 1999 amounting to $400,400.

6. The Advisory Committee was also informed that the total amount assessed on Member States for the period from 13 July 1998 to 30 June 2000 for UNOMSIL and UNAMSIL was $215.3 million, against which payments received as at 15 March 2000 amounted to $71.0 million, leaving an outstanding balance of $144.3 million.

7. The actions to be taken by the General Assembly at its fifty-fourth session in connection with the financing of UNOMSIL for the period from 13 July 1998 to 30 June 1999 were set out in paragraph 14 of the report of the Secretary-General on the financing of the Mission (A/54/778). **The Advisory Committee recommends approval of the Secretary-General's proposal to reduce the appropriation provided in General Assembly resolution 53/29 for the establishment and operation of the Observer Mission for the period from 13 July 1998 to 30 June 1999 from $22 million gross ($21,279,800 net) to $16,167,100 gross ($15,706,550 net), corresponding to the amount actually assessed on Member States. The Committee also recommends that the unutilized balance of $3,283,300 gross ($3,309,500 net), based on the reduced appropriation recommended above, be credited to Member States in a manner to be decided by the General Assembly.**

Revised estimates for the period from 1 July 1999 to 30 June 2000 and estimates for the period from 1 July 2000 to 30 June 2001

8. The report of the Secretary-General containing revised estimates for the period from 1 July 1999 to 30 June 2000 and estimates for the period from 1 July 2000 to 30 June 2001 (A/54/820) was submitted pursuant to Security Council resolution 1289 (2000) of 7 February 2000. By that resolution, the Council decided to expand the military component of UNAMSIL from 5,100 to a maximum of 11,100 military personnel and revised the mandate of the Mission to include the following additional tasks: (a) to provide security at key locations and government buildings, in particular in Freetown, important intersections and major airports, including Lungi airport; (b) to facilitate the free flow of people, goods and humanitarian assistance along specified thoroughfares; (c) to provide security in and at all sites of the disarmament, demobilization and reintegration programme; (d) to coordinate with and assist, in common areas of deployment, the Sierra Leone law enforcement authorities in the discharge of their responsibilities; and (e) to guard weapons, ammunition and other military equipment collected from ex-combatants and to assist in their subsequent disposal or destruction.

9. As indicated in paragraph 1 of the report of the Secretary-General on the financing of UNAMSIL, an amount of $265,789,000 gross ($264,371,600 net) has been requested for the revised budget of the Mission for the period from 1 July 1999 to 30 June 2000. The revised estimates represent an increase of 32.9 per cent ($65,789,000) in gross terms in comparison with the resources apportioned by the General Assembly for the period. The proposal reflects increases of 30.3 per cent ($34,092,500) in military personnel costs, 56.7 per cent ($36,855,300) in operational requirements and 415.1 per cent ($773,300) in other programmes and reductions of 25.3 per cent ($5,114,600) in civilian personnel costs and 36.6 per cent ($817,500) in staff assessment.

10. As indicated in paragraph 4 of the same report, an amount of $476,726,400 gross ($472,965,600 net) has been requested for the maintenance of UNAMSIL for the 12-month period from 1 July 2000 to 30 June 2001. The proposed budget represents an increase of 79.4 per cent ($210,937,400) in gross terms over the revised budget for the period from 1 July 1999 to 30 June 2000. The proposal reflects increases of 141.3 per cent ($207,046,900) in military personnel costs, 132.7 per cent ($20,000,100) in civilian personnel costs and 165.3 per cent ($2,343,400) in staff assessment and reductions of 17.5 per cent ($17,840,300) in operational requirements and 63.8 per cent ($612,700) in other programmes.

11. In examining the budget proposals, the Advisory Committee took into account additional information provided orally and in writing by the representatives of the Secretary-General, as well as the report of the Secretary-General to the Security Council of 7 March 2000 (S/2000/186). In that report, the Secretary-General concluded that it was clear that much remained to be done to further the peace process in Sierra Leone and that significant material and financial resources would be required to achieve the objectives of the peace process (S/2000/186, para. 57).

12. The Advisory Committee was informed that the increases in the revised budget of UNAMSIL for the period from 1 July 1999 to 30 June 2000 and the proposed budget of the Mission for the period from 1 July 2000 to 30 June 2001 were mainly due to the almost twofold expansion of the military component of the Mission, as well as to its expanded mandate. The Committee was informed that, as at 24 March 2000, 7,186 military contingent personnel, out of an authorized 10,840, and 259 military observers, out of an authorized 260, were already in theatre. Upon inquiry, the Committee was informed that the remaining military contingent personnel were expected to be deployed by the end of April 2000.

13. **With respect to civil personnel, the Advisory Committee was informed that, against the authorized staffing establishment of UNAMSIL of 60 civilian police, 228 international staff, 282 local staff and 72 United Nations Volunteers, the posts encumbered as at 24 March 2000 were 6 civilian police, 149 international staff, 63 local staff and 62 United Nations Volunteers. Upon enquiry, the Committee was informed that 25 civilian police and 38 international staff were currently en route to the Mission and that the deployment of** civilian police and international staff had been delayed in large part because of a lack of accommodations.

14. The Advisory Committee notes that the proposed increase in the Mission's support staff consists of 17 international staff (5 P-5, 5 P-4, 3 P-3 and 7 Field Service posts, offset by the reduction of 2 P-2 and 1 General Service (Other level) posts), 24 local staff and 7 United Nations Volunteers, for a total increase of 48 support staff. Upon enquiry, the Committee was informed that the increase in support staff would be kept to a minimum by the contracting-out of a number of logistics/movement services. The Committee was informed that the Mission's current service contracts included a contract of $48,000 for security services and a contract of $6,520,867 for logistical support services. The Committee was also informed that contracts for cleaning services and garbage and sewage removal were currently under review by the Mission. **In the opinion of the Committee, the proposed increase in support staff by 48 is modest given the near doubling of the military personnel of the Mission. The Committee notes the efforts made by the Mission to keep support staff increases to a minimum and welcomes the use of outsourcing as a means to achieve that goal. The Committee requests that the cost-effectiveness of these measures be monitored in the light of the operational needs of the Mission.**

15. The Advisory Committee requested additional information on demining and the activities of the Mine Action Unit. The Committee was informed that a mine action technical assessment team, which visited Sierra Leone from 30 January to 6 February 2000, had determined that the problem posed by landmines and unexploded ordnance was limited in extent and could be dealt with effectively by the UNAMSIL Mine Action Unit. With regard to the activities of the Unit, the Committee was informed that the Unit would coordinate mine action within Sierra Leone, in particular the survey, detection and clearance of mines and unexploded ordnance, and would conduct mine awareness training for UNAMSIL personnel. The proposed staffing for the Mine Action Unit includes one P-3 Liaison/Planning Officer (Chief of Unit) and one local staff, assisted by six military personnel. The Committee was informed that equipment for the Unit (electronic data-processing equipment, vehicles and office furniture and equipment) would be provided from the UNAMSIL budget, with special safety

equipment budgeted separately under mine-clearing programmes. It was confirmed to the Committee that the Mine Action Unit is funded entirely from the assessed budget.

16. In paragraphs 23 to 26 and 45 to 47 of his report to the Security Council (S/2000/186), the Secretary-General provided information on the status of the programme on disarmament, demobilization and reintegration of ex-combatants. However, neither the information in the above report nor that contained in the budget document (A/54/820) gives a clear picture of the organization, planning and funding of the programme.

17. Upon enquiry, the Advisory Committee was informed that the disarmament, demobilization and reintegration programme was designed, conducted and financed by the Government of Sierra Leone, which received major financial support from the World Bank through the Multi-donor Trust Fund managed by the Bank. The Committee was also informed that the contribution of the United Nations to the programme was limited to the provision of security by armed troops, the registration of ex-combatants by military observers and the destruction of weapons and that those activities were financed through assessed contributions. The Committee was further informed that the financing of small-scale projects to support local activities in the disarmament, demobilization and reintegration camps through voluntary contributions from the United Nations Trust Fund for Sierra Leone was envisaged.

18. Upon request, the Advisory Committee was provided with estimates of the total requirements for the disarmament, demobilization and reintegration programme in United States dollars, as follows:

	2000	*2001*	*2002*	***Total***
Disarmament and demobilization	29 955 140	-	-	**29 955 140**
Reintegration	17 605 718	29 361 876	14 013 468	**60 981 053**
Administrative costs	3 761 334	2 384 245	2 201 451	**8 347 040**
Total	**51 322 192**	**31 746 113**	**16 214 919**	**99 283 223**

19. **The Advisory Committee notes the comments by the Secretary-General that the implementation of the programme continued at a rather slow pace and that there was a clear need for all stakeholders to agree on a realistic target date for the completion of the disarmament and demobilization of all ex-combatants (S/2000/186, paras. 23 and 45). In view of the critical role that programme has in the peace process and of the magnitude of the resources involved, the Advisory Committee stresses the importance of adequate and timely funding of all the related activities by the parties concerned. On the basis of the information provided, the Committee emphasizes the importance of effective coordination amongst the various entities in the operational area. The Committee also requests that a coordinated monitoring and evaluation programme be put in place to ensure successful and efficient completion of the disarmament, demobilization and reintegration programme.**

20. The actions to be taken by the General Assembly at its fifty-fourth session in connection with the financing of UNAMSIL were set out in paragraph 4 of the report of the Secretary-General (A/54/820). **In view of its comments in the paragraphs above, the Advisory Committee recommends approval of the Secretary-General's request for the appropriation and assessment of the additional amount of $65,789,000 gross ($66,606,500 net) for the maintenance of UNAMSIL for the period from 1 July 1999 to 30 June 2000. The Committee also recommends approval of the appropriation and assessment of the amount of $476,726,400 gross ($472,965,600 net) for the maintenance of the Mission for the 12-month period from 1 July 2000 to 30 June 2001.**